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DEPARTMENT OF THE NAVY  
OFFICE OF THE CHIEF OF NAVAL OPERATIONS  
WASHINGTON, DC 20350

ch 1  
Implemented  
15 OCT 82  
IN REPLY REFER TO  
OPNAVINST 5450.169D  
Op-09B2E  
APR 20 1982

OPNAV INSTRUCTION 5450.169D

From: Chief of Naval Operations

Subj: Establishment, disestablishment, or modification of shore activities of the Department of the Navy

Ref: (a) SECNAVINST 5450.4C (NOTAL)  
(b) SECNAVINST 5400.14  
(c) SECNAVINST 5700.9D (NOTAL)  
(d) OPNAVINST 5700.12B (NOTAL)  
(e) OPNAVINST 5450.187 (NOTAL)  
(f) SECNAVINST 5910.5 (NOTAL)  
(g) OPNAVINST 5000.43A (NOTAL)  
(h) OPNAVINST 5400.24C  
(i) OPNAVINST 5450.171B (NOTAL)

9D ch 1 15 OCT 82

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(R)  
(R)

Encl: (1) Fact and Justification (F & J) Sample Format  
(2) Briefing Sheet

1. Purpose. To provide guidance and procedures for the establishment, disestablishment, or modification of shore activities of the Department of the Navy.

(R)

2. Cancellation. OPNAVINST 5450.169C.

3. Background. Implementing the policy in reference (a) requires a systematic procedure for obtaining supporting information. Many of these actions are sensitive, requiring careful handling at all stages to assure proper information releases and to prevent premature disclosures.

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4. Authority

a. The Secretary of the Navy (SECNAV) has retained approval authority on recommendations to establish, disestablish, or make significant changes to previously assigned missions of shore activities (references (a), (b), and U.S. Navy Regulations, 1973 refer). Further, reference (a) directs that the Chief of Naval Operations (CNO) shall act as Executive Agent for the SECNAV, and review all such recommendations and submit them to the SECNAV for approval.

b. The SECNAV has delegated authority to the CNO and the Commandant of the Marine Corps (CMC) to approve changes in

APR 20 1982

activity titles, titles of officials in command, relocations, and proposed mission changes. Significant changes require the approval of the SECNAV.

R) 5. Proposals

a. The command, bureau, or office proposing the establishment, disestablishment, or modification of shore activities must obtain concurrence, for planning purposes, from their chain of command, from their OPNAV sponsors and the applicable area coordinator on the concept for the proposed action. Information supporting the concept should answer the Who?; Why?; What?; Where?; How?; and When?; aspects.

b. Appropriate OPNAV sponsors for shore activities will review and coordinate the proposed action within OPNAV and obtain, as appropriate, conceptual approval from the VCNO/CNO or as may be directed, by higher authority. The OPNAV sponsor will notify the proposing command, bureau, or office to proceed or not proceed for planning purposes.

c. Upon notification to proceed for planning purposes, the command, bureau, or office proposing the action will program for costs relating thereto, including MILCON; program for manpower allowances and ceilings; and program for facility requirements, including interim negotiation concerning host-tenant and command support agreements. After successful staffing of these aspects, submit the formal request.

d. Do not interpret favorable comments and concurrences, or conceptual approval of proposals for establishing, disestablishing, or modifying shore activities as authority for their implementation. Implement only after receipt of the appropriate OPNAV 5450 notice.

R) 6. Procedures. The following procedures apply to requests and recommendations regarding shore activities originating in the Department of the Navy:

a. Establishment and Disestablishment

(1) Forward the completed enclosures (1) and (2) as far in advance of the effective date of the requested action as feasible (30 working days), under a transmittal letter to the CNO (Op-09B), via the chain of command.

APR 20 1982

(2) In the case of shore activities commanded by the CMC, the Commandant will submit such proposals to the SECNAV via the CNO (Op-09B).

b. Modification

(1) Forward the completed enclosures (1) and (2) under a transmittal letter to the CNO (Op-09B), via the chain of command, as far in advance of the effective date of the requested action as feasible (30 working days), when modifying mission statements which will result in either an increase or decrease of resources (manpower and money); changing the status; or when changing the location of a shore activity outside the corporate limits of the city or town where it is located.

(2) Forward recommendations for modification in letter format including a detailed justification without enclosures (1) and (2), to the CNO, via the chain of command, as far in advance of the effective date of the requested action as feasible, when modifying the name, delegation of command, or when changing the title of the military or civilian head of a shore activity. In the case of shore activities commanded by the CMC, only modifications which the Commandant feels constitute significant changes to previously assigned mission statements will be submitted to the SECNAV via the CNO (Op-09B).

7. Establishment of Shore Activities. When proposing the establishment of a shore activity, the following factors should be considered:

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a. Is an existing activity performing the mission or can an existing activity in the same geographical area assume the mission?

b. Can an existing activity of the same type perform the mission?

c. Are the functions a long-term requirement?

d. Will the establishment action have possible political and economic impact?

e. Will the action involve moving new or existing activities or units into the National Capital Region?

f. Is the need for the activity sufficient to offset the significant impact the establishment of a separate shore activity has on the Department of the Navy in terms of increased administrative costs and overhead expenditures?

APR 20 1982

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8. Disestablishment of Shore Activities. SECNAV approves an effective disestablishment date for activities (such as "tenant" activities) not having custody of real property. SECNAV approves placing shore activities having custody of real property in an inactive status and designates their real property as "mobilization" or "excess". CNO will list the name and status of the inactive "excess" activity in Section 4 of the Standard Navy Distribution List, Part 2 and Catalog of Naval Shore Activities (OPNAV P09B2-105) (SNDL CAT) until the major claimant advises CNO of the reassignment, transfer, or disposal of the real property. CNO will then delete the activity from section 4 of the SNDL CAT. CNO identifies the specific command, organization, or activity assigned responsibility for care of such property in the disestablishment proposal. Consider possible political and economic impact factors (references (c) and (d)) prior to recommending disestablishment of shore activities.

9. Modification of Shore Activities. "Modification" denotes changes to the activity name, delegation of command, location, status, mission, or title of military or civilian head. Minimize requests for modification and forward only when needed by changes in naval organization or programs, or when needed to improve administration and operation. Before submitting, consider possible political and economic impact (reference (e)). Submit enclosures (1) and (2) of this directive when changing activity status or relocating the activity outside the corporate city or town limits. Do not submit enclosures (1) and (2) when changing the name, delegation of command, title of military or civilian head, or mission and the action is not resulting in either an increase or decrease in resources. Submit proposals for the elimination or transfer of functional responsibilities for activities under the command of the CNO, which may have significant economic, political, community, or personnel (relocation or reduction-in-force (RIF)) impact, in accordance with reference (d).

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10. Processing. The CNO will:

a. Review recommendations to assure conformity with current policies and procedures, including compliance with the procedures in reference (d) concerning coordination and clearance of Congressional notifications and public announcements.

APR 20 1982

b. Submit proposed establishment, disestablishment, change in status actions, and significant changes to previously assigned missions, to the SECNAV for approval, and implement the approved actions.

c. Implement subsequent modifications, as appropriate, to establishment and disestablishment directives and mission statements. Subsequent modifications for shore activities commanded by the CMC will be promulgated by the Commandant, with copies to the CNO (Op-09B) for use in updating the SNDL CAT.

d. Maintain and promulgate the SNDL CAT as the authoritative official listing, including echelon of command or supervision, of all shore activities of the Department of the Navy.

#### 11. Related Directives

(R)

a. CNO arranged the information required by enclosure (1) in a specific format to permit forwarding as an enclosure to higher authority. Reproduce the format exactly and, if necessary to make reference to specific document(s), include them as enclosures to the basic correspondence. The information in enclosure (1) also includes the data necessary to meet the fact sheet requirements in reference (c). Prepare enclosure (1) based on unclassified information.

b. Complete action required by reference (f) and (g) prior to submitting information required by this directive. The criteria in enclosure (1) to reference (f) is the basis for determining those Department of the Navy components which should or should not be located in the National Capital Region (NCR). Activities or organizational units will not be established in or moved into the NCR until exhausting every possibility of locating them elsewhere, and then only after the Secretary or Deputy Secretary of Defense approves.

c. Provide a copy of correspondence required by related directives and comments or concurring responses as part of the overall submission when requesting establishment, disestablishment, or modification actions.

#### 12. Information. The following information is pertinent:

a. Shore Activity is a SECNAV established activity on shore with a prescribed mission. The term "installation" includes the shore activity's aggregate of real property facilities.

APR 20 1982

b. Status defines shore activities as either "active" or "inactive" and designates the degree of required readiness assigned to active activities or the planned disposition of real property in custody of inactive activities. The following are status categories:

(1) "Active" Shore Activities

(a) "Development". A non-operating condition during the construction or preparation period.

(b) "Fully Operational". Adequate personnel and facilities to support the assigned mission and planned operations.

(c) "Maintenance". Minimum personnel and facilities to support emergency or intermittent operations and maintenance of equipment in an operating or preserved condition. Additional personnel will achieve fully operational status.

(d) "Partial Maintenance". Minimum personnel for security, fire protection, and maintenance. Maintains minimum facilities and utilities essential for occasional use by operating forces in an operable or preserved condition. Operating units provide additional personnel and equipment necessary during such use.

(2) "Inactive" Shore Activities

(a) "Mobilization". This designation identifies real property of a non-operating shore activity retained for mobilization purposes. The major claimant who establishes the requirement for the "mobilization" designation is responsible for physical security, fire protection, and static maintenance (timely correction of defects conducive to accelerated deterioration).

(b) "Excess". This designation identifies real property of a shore activity being processed as excess to the needs of the Navy. The major claimant to whom the "excess" shore activity was assigned when active is responsible for physical security, fire protection, and static maintenance until final disposal of the real property. The major claimant is also required to advise the CNO (Op-09B2E) of final disposal of the real property. CNO (Op-09B2E) will then modify Section 4 of the SNDL CAT.

APR 20 1982

13. Title of Officials in Command. Submit recommendations for the military title of officials in command of shore activities of the Department of the Navy or civilian heads as follows:

(R)

a. Commander

(1) Title is normally applicable to flag officer billets or to an officer commanding more than one shore activity of the Department of the Navy (Article 0601 of U.S. Navy Regulations, 1973 refers).

(2) Title is traditional for the specific type of shore activity and therefore does not require flag officer billets.

b. Commanding Officer. When responsibilities are commensurate with those contained in Article 0702 of U.S. Navy Regulations, 1973.

c. Officer in Charge. Title assigned to officer billets for all military heads of shore activities of the Department of the Navy not within the scope or criteria of the foregoing subparagraphs.

d. Petty Officer in Charge. Title assigned when the military billet for the head of a shore activity of the Department of the Navy is of petty officer rating.

e. Director. Title for head of a shore activity of the Department of the Navy used in certain instances, normally a civilian head. When a military head, this title must be accompanied by a designation of status as "commander," "commanding officer," or "officer in charge."

14. Activity Titles and Short Titles. In order to maintain a degree of uniformity of titles, pattern proposals for assignment or change of activity titles after those listed in Section 1 of the SNDL CAT. Do not use the designation of US as part of the title for proposals to establish or modify activities located within the United States. Attempt not to include geographical locations as part of the activity title. Submit requests for short titles for proposed activities to the Director, Naval Telecommunications System Integration Center (Code ICO-5), Naval Communications Unit Washington, Washington, DC 20390 as prescribed in NTP 3 SUPP-1.

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APR 20 1982

R) 15. Detachments

a. Definition. A physically distinct but functionally related and administratively dependent unit of a duly established naval activity, command, bureau, or office of the Department of the Navy. A detachment is not a separate shore activity of the Department of the Navy.

b. Detachment Manpower. Parent activity, command, bureau, or office use their own existing resources to provide detachment manpower.

c. Control of Detachments

(1) Using enclosures (1) and (2) of this instruction for administrative purposes only, recommend CNO approval of detachments, when any of the following conditions exist:

- Title of the official in command of the detachment is to be Officer in Charge.

- Publication of the detachment mailing address in the SNDL CAT under List C (Detachments) is necessary.

- Personnel permanently assigned or attending detachment run schools will exceed fifty on a continuing basis.

(2) Cognizant echelon 1 and echelon 2 commanders may authorize detachments when the conditions contained in paragraph 15c(1) above do not exist. Commander may delegate this authority.

(3) Echelon 1 and echelon 2 commanders will maintain official listings of all detachments authorized under their cognizance.

d. Mission Statement of Detachments. The mission statement for a detachment should conform to the provisions of paragraph 3 of enclosure (1) to this instruction.

e. Detachment Titles. Pattern detachment names after their parent activity, followed by the word "Detachment".

f. Detachment Short Titles. The short title for a detachment must be approved for use as prescribed by NTP 3 SUPP-1.



APR 20 1982

g. Disestablishment or Relocation of Detachments. Process approval requests for disestablishment or relocation in the same manner used for the detachment's establishment. Ensure detachments are not disestablished or relocated until the provisions of references (c) and (d) have been met.

h. Title of Officials in Command of Detachments. When it is desired to provide military command status, the military title of the official in charge of a detachment will be Officer in Charge or Petty Officer in Charge. The civilian title of the official in charge of a detachment will normally be that of Director.

i. Implementation of CNO Approved Detachment Actions. After CNO letter/message approval, echelon 1 and 2 commanders or authorized subordinate activities may announce detachment actions. Include CNO (Op-09B2E) on distribution for all such announcements.

j. National Capital Region (NCR). The provisions of reference (f), as set forth in paragraph 11 of this instruction, regarding the Navy components which should or should not be located in the NCR, are applicable to detachments.

16. Effective Date. Item 10(d) of enclosure (1) requires that the proposed date for establishment, disestablishment, or modification, be specified. Determination of the desired date should take into account the normal administrative processing time (30 working days) required to effect fiscal, personnel, and related matters, commencing upon receipt within the Office of the CNO of the recommended proposals. (R)

17. Mailing Address. Item 10(b) of enclosure (1) requires that an existing or proposed mailing address be provided, along with the appropriate zip code or FPO number. Submit requests for new FPO numbers by letter to Executive Director, Military Postal Service Agency (MPSA-OP), Alexandria, VA 22331. This information must be accurate because, in addition to being cited in the OPNAV implementing directive, the address is used in updating the SNDL CAT. Commands, bureaus, or offices proposing the establishment or relocation of shore activities must make necessary interim negotiation with host activities regarding mail. (R)

18. Area Coordination. The CNO is responsible for coordination of shore activities of the Navy and shall assign shore activities to area coordinators and regional coordinators in accordance with reference (h). (R)

OPNAVINST 5450.169D

APR 20 1982

- R) 19. Functions and Tasks Directives. Reference (i) specifies format for function and task instructions applying to CNO shore activities. After establishment or modification approval of CNO, shore activities adhere to reference (i) in submitting new functions and tasks instructions. Provide a copy of the instruction to CNO (Op-09B2).
- R) 20. Reference or Related Matter. Please include all referenced documents and correspondence with approval requests unless clearly unnecessary, or known to be held by the CNO (Op-09B).
- A) 21. Report. Symbol OPNAV 5450-5 has been assigned to enclosure (1) and is approved for ~~two~~ <sup>three</sup> years only from the date of this directive.

eh 1 (5 OCT 82)



M. R. MUKICH  
Assistant Vice Chief of Naval Operations  
Director of Naval Administration

Distribution:

SNDL 21A (Fleet Commanders in Chief)  
24 (Type Commanders)

SNDL PART 2 (Catalog of Naval Shore Activities) (Less B and C)

Stocked:

CO, NAVPUBFORMCEN  
5801 Tabor Avenue  
Philadelphia, PA 19120 (1,000)

15 OCT 1982

SAMPLE FORMAT  
FACT AND JUSTIFICATION SHEET

1. Name and Location of Activity (Specify as applicable "Actual or Proposed." Proposed names for Navy and Marine Corps activities are to be patterned after those listed in section 1 of the SNDL CAT. Domestic activities will not include "U.S." in name (see para. 14 of basic instruction).
2. Background. Provide any useful or significant historical information, state precisely the location of the activity either as in a major city or by distance and direction from a major city, and include any other matter of general interest or significance. Content of this section will vary with the character of the action.
3. Mission (Specify as applicable "Existing or Proposed"). A proposed mission should be a concise and unclassified statement, in general terms, of what is to be accomplished by the integrated efforts of the activity as a whole. Specific functions to be performed by the activity should be avoided in the mission statement. Shore activities of the same type should have the same, or similar, mission statements.
4. Nature of Action. This paragraph should briefly answer the questions, "What and When?" It should state the specific type of action(s), i.e., "To establish (name of activity) on (effective date)"; "To disestablish (name of activity) on (effective date)"; "To relocate the (name of activity) from (enter present location) to (enter new location) on (effective date)."
5. Reason for the Action. This paragraph should explain briefly why the action is necessary. It should set forth the basic facts and outline the rationale and justification for the planned action(s). This paragraph will serve successfully only to the extent that it anticipates and answers all questions and objectives. Indicate, when applicable, if the action(s) improve efficiency or generate savings.
6. Impact of the Action. The form and content of this paragraph will be determined by the nature of the action(s) and whether it affects personnel, a physical installation, or the operating force, or any combination thereof. Make appropriate adaptations to fit the actual situation.

Enclosure (1)

15 OCT 1982

a. Civilian Personnel

Number of authorized ceilings as of (insert date)..\_\_\_\_\_

Number of permanent on-board employees as of  
(insert date).....\_\_\_\_\_

Estimated annual total civilian salaries.....\_\_\_\_\_

Number anticipated Reduction-in-Force (RIF)  
separations.....\_\_\_\_\_

Number anticipated attrition through (enter  
completion date).....\_\_\_\_\_

Number of employees to transfer to other activities  
within the area.....\_\_\_\_\_

Number of employees to transfer to other activities  
outside the area.....\_\_\_\_\_

Number of employees to be increased.....\_\_\_\_\_

b. Military Personnel

Number of authorized officer  
and enlisted billet allowance  
as of (insert date).....Officers\_\_\_\_Enlisted\_\_\_\_

Number of on-board officer  
and enlisted billets as of  
(insert date) with  
estimated annual total  
military salaries.....Officers\_\_\_\_\$\_\_\_\_\_  
Enlisted\_\_\_\_\$\_\_\_\_\_

Number of officer and enlisted  
billets to be transferred to  
other activities within the  
area.....Officers\_\_\_\_Enlisted\_\_\_\_

Number of officer and enlisted  
billets to be transferred to  
other activities outside the  
area.....Officers\_\_\_\_Enlisted\_\_\_\_

Number of military end  
strength reductions.....Officers\_\_\_\_Enlisted\_\_\_\_

15 OCT 1982

Number of military to be  
increased.....Officers\_\_\_\_Enlisted\_\_\_\_

c. EEO ImpactTotal Number Permanent Work Force

<u>Male/Female (M/F)</u>	<u>Caucasian</u> <u>M/F</u>	<u>Black</u> <u>M/F</u>	<u>Hispanic</u> <u>M/F</u>	<u>Other</u> <u>M/F</u>
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(Enter numbers-----)

Total Number Affected

<u>Male/Female (M/F)</u>	<u>Caucasian</u> <u>M/F</u>	<u>Black</u> <u>M/F</u>	<u>Hispanic</u> <u>M/F</u>	<u>Other</u> <u>M/F</u>
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(Enter numbers-----)

d. Installation Data

When a physical installation is affected, the following information, as appropriate, should be included:

(1) Land area (including building sites) - (number of square feet).

(2) Value of plant account - Building(s) (\$ amount)

- Equipment (\$ amount)

- Total (\$ amount)

(3) Maintenance and operating costs by fiscal years (FY) - Present (FY\_\_\_\_) and \$ amount; last (FY\_\_\_\_) and \$ amount; and, next (estimated) (FY\_\_\_\_) \$ amount.

(4) Estimated curtailment or acquisition costs, by fiscal years.

(5) Predominant type of building construction and whether permanent, semipermanent or temporary.

(6) Property disposition or acquisition plans or procedures.

(7) Occupy (insert number of square feet) space under a host-tenant agreement with the (name and location of host activity).

15 OCT 1982

(8) Occupy (insert number of square feet) space under lease agreement with the (name and location of owner) and indicate amount of rent, or if no rent is charged, stipulate the reason for no costs being involved.

e. Funding

Anticipated savings vs. cost of proposed action.

- R) 7. Assistance to Affected Civilians. Insert the information contained in Attachment (A) of this F&J sheet, as applicable.
- A) 8. Anticipated Congressional Interest (if any).
- A) 9. Labor Organizations Affected (if any).

NOTE: The information contained in paragraphs 1 thru 9 is compatible with the Fact Sheet required by reference (c). Accordingly, remaining information required by paragraph 10 should be provided on a new page.

15 OCT 1982

10. Administrative and Management Information Requirements:

a. Abbreviated Name of Activity (Specify as applicable "Actual or Proposed"). Should be patterned after those contained in section 1 of the SNDL CAT and in accordance with the provisions of NTP 3 SUPP-1.

b. Mail Address (Specify as applicable "Existing or Proposed"). Proposed address should include Zip Code or FPO number. (See para. 17 of basic instruction.)

c. Status of Activity (Specify as applicable "Existing or Proposed"). In accordance with the "Status" designations in this instruction. (See para. 12b of basic instruction.)

d. Effective Date. A proposed date for establishment, disestablishment or modification should be specified. (See para. 16 of basic instruction.)

e. Title of Military or Civilian Head of the Activity (Specify as applicable "Existing or Proposed"). A military or functional title, as appropriate, should be recommended. (See para. 13 of basic instruction.)

f. Echelon of Command (Specify as applicable "Existing or Proposed"). The existing or proposed chain of command or supervision for the activity should be stated.

g. Unit Identification Code (Existing only). All shore activities must have a Unit Identification Code (UIC). The Chief of Naval Operations (Op-09B2) will obtain the UIC from the Deputy Comptroller of the Navy on proposals recommending the establishment of new shore activities. Should it be desirable to reassign an existing UIC to a proposed new shore activity, separate correspondence on this matter should be addressed to the Deputy Comptroller of the Navy and this portion of the F & J filled in upon receipt of his decision, with appropriate references made to the Deputy NAVCOMPT's concurrence.

h. Area Coordination (Existing and Proposed). Recommendation should be made in accordance with reference (g) of basic instruction. (R)

15 OCT 1982

Department of Defense Placement Assistance Program  
for Employees Affected by Reduction in Force

(A)

Under the Department of Defense Program for Stability of Civilian Employment, every effort will be made to assist displaced employees obtain other acceptable employment.

All adversely affected career and career-conditional employees who desire placement assistance will be registered in a Defense-wide computerized Priority Placement Program. Registrants in this Program will be afforded priority placement rights to vacancies arising throughout the Department for which they are qualified and available. Also, the help of other Federal Departments and Agencies will be solicited and registrants in the Priority Placement Program will be made available for placement consideration in vacancies in these organizations. In most cases, a 60-day advance notice of reduction in force will be given to employees rather than the minimum 30-day notice required by the Office of Personnel Management. Upon their request, employees will be carried in a leave status for such additional time as is necessary to provide a 90-day notice period prior to separation for reduction in force.

Defense officials have been working closely with the Office of Personnel Management to seek out and provide job opportunities to affected employees. Eligible career employees desiring placement assistance will be registered in the Office of Personnel Management's Displaced Employee Program for referral and consideration by other Federal Departments and Agencies.

Close liaison is being maintained with the Department of Labor, State Employment Offices, and private industry to help employees desiring placement assistance or retraining for positions in the private sector.

Where displaced employees are required to relocate in order to continue their Federal employment, their transportation and moving expenses will be paid.

In those cases where employees suffer downgrading, their salaries and grades will be protected to the maximum extent by law and regulation.

Employees selected for other job opportunities will be promptly released in accordance with their desires and those of the gaining employers.

Attachment (A) to Enclosure (1)



15 OCT 1982

Career and career-conditional employees who do not elect to take other Federal positions will be eligible for severance pay up to one year, based upon length of Federal service, or for immediate retirement under one of the voluntary or involuntary retirement options.

Attachment (A) to Enclosure (1)

APR 20 1982

BRIEFING SHEET

1. Name and Location of Activity (Specify as applicable "Actual or Proposed")

(Enter same information provided or requested by paragraph 1 of enclosure (1) to this instruction.)

2. Nature of Action

(Enter same information provided or requested by paragraph 4 of enclosure (1) to this instruction.)

3. Savings and Costs

\*a. Specify what the monetary savings will be and identify the appropriate Fiscal Year(s) in which the savings will occur.

b. Specify what the manpower savings will be and identify the appropriate billets or ceilings. Should existing manpower be reassigned/transferred to other commands, bureaus, or offices, itemize their respective disposition. If the action will result in a "reduction of end strength in military billets" or "reduction in civilian ceilings," so indicate.

c. Specify what the costs will be and identify the appropriate Fiscal Year(s) in which the costs will occur, and identify the reasons for the costs.

d. Specify if the costs are within current authorized funding or, if appropriate, Fiscal Year(s) costs have been/will be authorized.

\*In consolidation of NIF activities it would be expected that the overhead rate would change and these can be counted as savings.

Enclosure (2)